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REPORT OF

A STUDY OF SCHOOL DISTRICT ORGANIZATION
IN THE WASHINGTON TOWNSHIP
(ALAMEDA COUNTY)
UNION HIGH SCHOOL DISTRICT

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MAY, 1962

School district reorganization Alameda co.

REPORT OF
A STUDY OF SCHOOL DISTRICT ORGANIZATION IN THE
WASHINGTON TOWNSHIP (ALAMEDA CO.) UNION HIGH
SCHOOL DISTRICT

PREPARED FOR
WASHINGTON TOWNSHIP STUDY COMMITTEE

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FOREWORD

The school districts in Washington Township have carried out a series of meetings and studies during the past six or seven years relating to school district organization in Washington Township.

From September, 1955, to January, 1956, a series of meetings were held by township school administrators to consider combining Alvarado, Alviso, Decoto, and Niles elementary districts into a single elementary district. Also considered was a proposal to study school district organization in part or all of the Township. Districts opposed a study at that time.

During 1957, consideration was given to studying Newark as a unified district in addition to district organization in the areas of LaVista, Decoto, and Alvarado. The County Committee expanded the study to the entire Washington High School District because of the difficulty of studying an isolated part of the Township in a satisfactory manner.

In July, 1958, the Augmented County Committee voted against two recommendations and in favor of a recommendation to the State Board of Education that the entire area become one unified school district. The recommendation to the State Board was never acted upon.

From April, 1960, to June, 1961, consideration was given to the formation of a unification committee. After considerable discussion, it was agreed that the study would be facilitated through the use of outside consulting help. The township school boards unanimously approved the selection of Dr. Edgar L. Morphet, University of California, as consultant and requested that he prepare a report within the framework of a suggested pattern approved by them.

This study is being made possible through the continuous cooperation and effort of the people and school districts in Washington Township. This cooperation exists because of the interest and desire to provide the highest quality education in the most efficient manner.

One of the first steps taken in the summer of 1961 was to establish an Advisory Committee consisting of citizens from all sections of the township. The members of this Advisory Committee have attended meetings of the Washington Township Study Committee and have given valuable assistance and advice.

One of the first steps taken by the Township Study Committee and consultants was to develop a statement of tentative procedures for developing a proposal for school district organization. This included general guides for developing and evaluating proposals, a time schedule, a plan for assembling information, information to be assembled, and agreement on areas to be considered in any proposed reorganization. This statement was discussed, revised, and agreed upon by members of the Advisory Committee and the Study Committee. Considerable

information has been assembled during the year, and a series of maps were prepared showing existing and possible changes in district boundary lines, and a series of tables showing such things as assessed valuation, tax rates, sources of revenue, attendance figures, and teacher-pupil ratios.

After considerable study of the present situation and various possibilities the alternates contained herein were developed.

The Township Study Committee does not expect any proposed plan to become effective immediately. It is recognized that considerable time may be required for implementation of a plan.

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CHAPTER I

TRENDS AND PROBLEMS IN SCHOOL DISTRICT ORGANIZATION

Each generation gives new form to the aspirations that shape education in its time. What may be emerging as a mark of our own generation is a widespread renewal of concern for the quality and intellectual aims of education but without abandonment of the ideal that education should serve as a means of preparing well-balanced citizens for a democracy. Education may represent the difference between catastrophe and a rapidly improving civilization. It is essential for survival and progress.

This chapter deals with trends and problems in school district organization. These trends and problems are looked at from a national and state perspective as well as from a local viewpoint. Many of the national and state problems in school district organization have a direct relationship to or influence on the local districts. An understanding of these developments and relationships should increase the ability to more critically evaluate local school district organization.

School Districts: Role and Functions

The chief function of a school district is to make it possible for the citizens of the area to provide for the organization, operation, and administration of an adequate, economical, and effective educational program. Any district that fails to carry out this function satisfactorily is an ineffective district.

Standards of effectiveness are relative--relative to the job to be done, to resources available, to the circumstances in which people live and work together in planning, supporting, and controlling their schools. The forces which create the need for reorganization of school districts emerge from the total complex. They reflect such factors as population growth, distribution, and migration; changes in local governmental structure; sources and distribution of taxable wealth; transportation and communication; the educational needs of society; and individual expectations from the school.

Schools in the future must be better than they have been in the past. They must do more and they must do it better. The importance of knowledge and reason and technical skills, and the responsibility of public schools will increase with each passing decade.

Factors Affecting School District Organization

Criticism directed against the public school system has led to a recognition of the need to re-evaluate the curriculum, teaching methods, teacher training, and methods of school construction, in the light of present day educational needs for both the individual and the complex society in which he

lives. As a result of the re-evaluation, many changes are being made and interesting new approaches are being developed.

However, the organizational structure of our public schools has not been subject to this same critical scrutiny by the public. As a result, only limited progress has been made in many states in reorganizing school districts, many of which are expensive and inefficient and fail to provide young people an equal educational opportunity. A number of factors have served to retard programs of district organization. Some of these factors are associated with the attitudes people hold about their local schools, and others involve legal provisions that discourage the adoption of effective programs.

Fear of loss of local control. In many small districts there is a feeling that local control will be markedly reduced if several of these districts are combined into a larger unit. However, by developing more adequate staffs, the amount of local control may in fact be increased. Small districts must frequently call for assistance from the county office of education or other outside agencies to prepare budgets, maintain financial records, select teachers, and perform other technical tasks. Smaller districts usually enjoy less independence from other agencies because they must submit more of their proposals than the larger districts to the office of the state or county superintendent of schools. Thus, an increase in size frequently results in an increase in local autonomy.

State subsidies for small districts. State programs of school financial support frequently perpetuate small districts. Grants are often distributed to the local districts on a per-pupil basis with provisions that no district will receive less than a minimum amount. In California each district receives at least \$125 per pupil regardless of the wealth of the district, and no district, regardless of size, receives less than \$2400. This makes programs of district organization unacceptable to some of the smaller units. Greater reliance on state funds that equalize the tax load among districts and that assure adequate support for properly organized administrative units can facilitate new programs of reorganization.

Failure to provide for new expenses of reorganized districts. With the formation of larger, more satisfactory districts, new or expanded services are often provided. Unless additional allowances in state funds are made, movement toward the formation of new districts is discouraged. Reorganization may result in a reduction of many costs by eliminating costly duplication and inefficient operation, but expenditures for transportation or schoolhouse construction may increase. States that provide means for meeting these new costs have removed serious barriers to the development of desirable districts.

Fear of increased taxes. In studies of district organization carried on in the 1930's when the value of the dollar remained relatively constant, authorities found that reorganization often made it possible to reduce the operation costs somewhat even when improved services were provided. More recently, studies

point out that reorganization results in improved service at approximately the same or slightly increased costs. Citizens cannot view the formation of new districts as a means of reducing tax levies in all instances.

Resistance from local boards and school administrators. Boards of education and administrators in small districts often oppose plans for district organization because they have been satisfied with a limited program and do not know what might happen following reorganization. Only after careful study of the total educational picture do many such boards see the advantage of new programs of district organization.

Misunderstanding about proposals for reorganization. One of the greatest misunderstandings that occur in connection with proposed changes in district organization arises from confusion over the meaning of the terms attendance centers and administrative units, or the difference between "schools" and "school districts." Residents of small districts often fear that an enlarged district will automatically mean the removal of local attendance centers. Adequate district organization merely makes it possible to organize and operate schools in a more economical manner. Some proposals for district organization should, and do, contain provisions that certain attendance centers will be discontinued because they are situated near larger, more adequate school units. Sound reorganization proposals recognize the desirability of maintaining an attendance center in each community where a school can be justified.

Trends in the Nation

Early colonial Massachusetts legislation placed educational responsibility and control in the town (township). As the colonists spread out and new communities developed, the residents wanted their own organizations such as churches and schools. As a result, townships were divided into school districts. This was only natural in a time when population was scattered and sparse, when communication and transportation between communities were difficult, and when isolation was the usual condition of life.

With the westward movement, people carried the concept of the common school district with them. Consequently, many such districts were created even before territorial or state governments were formed. These numerous, small school centers met the limited educational needs of the people at that time. Early settlers in California brought the concept of the common school district with them from the mid-west.

Later, when the need for high schools was recognized, the people living in the common school districts in the various states usually continued to operate elementary school programs but sent their high school pupils to nearby towns and cities, often on a tuition basis. In some instances, however, the people in several of the elementary districts joined to form a high school.

district, while keeping the elementary districts separate. The need to provide for additional years of education thus often resulted in the formation of separate elementary and high school districts. Many continue to this time.

Recent developments

During the past 30 to 40 years, the reorganization of school districts has occupied the attention of many states. The need for districts capable of planning and carrying through comprehensive educational programs has been stressed. Very small districts usually provide limited educational opportunities at a relatively high cost with increasingly limited local control. Two-thirds of the previously existing school districts in the United States have gone out of existence in the past thirty years; the number has been reduced from 127,000 to about 40,000. The President's Commission on National Goals, which reported in January, 1961, recommended that the number of school districts be reduced to about 10,000 by 1970.

According to the U. S. Bureau of Census in 1957, 49.3% of all governmental units were school districts. Less than half (42.4%) were operating schools of more than fifty pupils. Only one district in ten had more than 1200 pupils--the minimum generally accepted as an effective educational and administrative unit providing an adequate program. Of the 52,900 school districts in the nation in 1957, 13,400 were unified, or kindergarten through grade 12 districts. Although the unified districts represented only one-fourth of the nation's school districts, they enrolled 84.3% of the pupils.

Trends in California

The pattern of school districts organization in California has developed from establishment in the 19th century of elementary schools and districts wherever needed by a rural economy with limited means of transportation. Superimposed on the elementary school pattern was the development in the 1890's of high school districts, usually serving the people of several elementary districts. The trend of district organization has been influenced by State legislation which until recent years made it comparatively easy to form new school districts, regardless of adequacy. It was not until 1935 that unified districts could legally exist in the state. The law of 1935 automatically created 47 unified districts, primarily in the cities, from separate elementary and high school districts with identical boundaries. The first junior college districts were permitted by law in 1921.

As early as 1920, the "Jones Committee," a specially appointed legislative group, pointed out the unnecessary expense and inefficient operation of many of the 4,000 districts operating in the State. A subsequent study, completed 17 years later by the California State Board of Education, arrived at the same conclusion. The State Reconstruction and Re-Employment Commission inquiry conducted in 1944 led to the formation of the State Commission on District Organization. However, during the four years the commission was in operation, only nine unified districts were

formed. In subsequent years, through county committees on school district organization, many more unifications have been effected.

As of July, 1960, there were 1683 school districts in the State, 705 of which had fewer than 200 pupils; 527 of these had less than 100 pupils. By July, 1961, there were 131 unified districts serving approximately two-thirds of the pupils in California from kindergarten through the 12th grade.

A study by Hubert C. Armstrong and Frank Farner in 1959 pointed out that in California the wealthiest elementary district was 7,136 times as able to support its schools as the poorest; and the wealthiest high school was 57 times as able as the poorest. Equalization of the "islands of wealth" and "plains of poverty" through improved district structure is essential if a sound public education is to become a practical reality for the youth of California.

Development and Status of School Districts in Washington Township

The formation of school districts in Washington Township began in 1852 when Centerville School District was formed. Centerville was the second school district established in the entire State of California. From this early beginning to the present time, eleven elementary school districts (Alvarado, Alviso, Decoto, Lincoln, Newark, Centerville, Niles, Mowry, Irvington, Mission San Jose, Warm Springs) and one high school district (Washington) have been established.

In 1939, the Mowry and Lincoln Districts, two very sparsely settled districts with low enrollments, were consolidated with other districts. The Mowry District was consolidated with Irvington. The Lincoln District was consolidated with Alviso and Centerville. These two districts were consolidated in order to offer a better educational program to students, which had been difficult because of their small size.

In 1960, Mission San Jose requested permission to consolidate with Irvington. This mutual consolidation was effected in order to offer a more adequate program and broader services to the students in the area.

Today, Washington Township includes the Washington High School District and the following elementary school districts: Alvarado, Alviso, Decoto, Newark, Niles, Centerville, Irvington, and Warm Springs.

The sparsely populated area in the hills to the east, which is part of the Township, is included in other school districts. The present study is concerned only with the districts within the Washington Union High School District.

CHAPTER II

CHARACTERISTICS OF SATISFACTORY SCHOOL DISTRICTS SCHOOLS AND EDUCATION PROGRAMS

If an adequate program of public school education is to be assured for all children at a reasonable cost, all local school districts must be satisfactorily organized. Unsatisfactory districts handicap the educational program or are unnecessarily expensive to operate.

Studies have shown that satisfactory school districts have certain common characteristics. These can be used for appraising existing districts as well as for guidance in developing plans for better district organization. Some of these characteristics relate to organization; others are concerned with operation and administration. If better schools are to be provided, it is essential that every school district, as nearly as possible, have all of these characteristics.

Characteristics Relating to School District Organization

Five characteristics relating to organization of districts are of basic importance. These five characteristics are as follows:

1. Each district should be so organized that it can provide a continuous and co-ordinated program of education for pupils through at least the twelfth grade: many districts should be organized to include grades 13 and 14 as well as grades K-12.

While separately organized elementary and high school districts of sufficient size may provide a reasonably satisfactory program for the grades they serve, they are not organized to provide a continuous program through all grades. Under such conditions the problems of coordination and articulation for elementary and high school grades are complicated because of the organizational structure. The entire educational program should be under the general direction of one board responsible for planning, integrating, and coordinating the program, and the schools in the district should be administered by a superintendent responsible to the board. Districts should include the junior college grades, as well as grades K-12 when the potential enrollment and other pertinent factors justify such a plan of organization.

2. Insofar as possible each district should include within its boundaries sufficient pupils that it can provide all or practically all essential educational services at a reasonable cost per pupil.

Studies of the relation between school district enrollment and educational programs, services and costs show that a school district must have at least 1200 to 1500 pupils enrolled in grades 1-12 to provide even minimum services at a reasonably defensible cost. Districts of this small size can be justified only in sparsely populated areas. Even then some needed services cannot be provided at reasonable cost by the district. The evidence indicates that whenever practicable, districts should have an enrollment of at least 10,000 pupils

for effective and economical operation, and should be even larger in many areas, especially when the junior college grades are included. Districts of approximately this size or larger are the only ones which can provide the special services needed for an effective and economical program of education for all pupils.

3. Insofar as practicable the boundaries of each district should be so arranged that few or no pupils need to cross district boundary lines to attend schools to which they should be logically assigned.

If district boundaries are properly drawn, it will be unnecessary for any or for more than a few pupils to cross district boundary lines in order to attend the nearest appropriate school. Careful studies should be made of logical attendance areas for present and future schools as one basis for determining logical boundaries of any existing or proposed district.

4. Other things being equal, each district should have sufficient resources that its residents can provide the educational services and facilities the people desire for their children without extreme variations among districts in tax effort.

Wide variations in assessed valuation per pupil should be avoided insofar as possible because when such variations exist, the taxpayers in the least wealthy districts have to make much greater effort than those in the more wealthy areas to provide needed services and facilities beyond those assured by the State foundation program. Even then pupils may be handicapped. Insofar as practicable, therefore, the assessed valuation per pupil should be relatively uniform in all districts and certainly unnecessary differences should be avoided.

5. Insofar as practicable, residents of each unified district should have a number of common interests relating not only to their schools but to the social, economic, and cultural life in the area in which they live.

This statement does not mean that districts should be organized for each small community because many such communities do not have sufficient pupils to make possible satisfactory districts. People who live in the smallest communities usually have interests which relate them in several ways to other areas and to the county. The high schools and junior colleges attended by the pupils, the trading and banking centers for the people of the area, the centers for recreational, social, cultural, and religious activities and other common interests for a large portion of the people should be considered as one basis for developing satisfactory school districts. However, some variations in background and interests should be expected since the effective functioning of a unified district should help build new common interests and activities.

Characteristics Relating to School District Operation and Administration

The fact that a school district conforms to the characteristics listed above, does not mean that it will be a satisfactory district. It does mean, however, that it can become a satisfactory district if it is properly operated and administered. Unless the policies and procedures followed by a district in organizing and operating its schools and providing educational services conform to the characteristics listed below, the district may not realize its potential.

1. The board selected to represent the citizens of the district, determine policies and provide for the operation of the schools, should be composed of competent representative citizens who are genuinely interested in the development of an adequate program of public education and who will take all steps possible to improve the schools.

Unless the citizens of each district exercise their responsibilities with sufficient wisdom that they select outstanding and interested leaders to serve on the board, the schools of the district are almost certain to be handicapped. The board is the key to the organization and operation of satisfactory schools. A capable and efficient board supported by the citizens of the district is the most important factor in providing for good schools.

2. A major concern of the board should be to select a capable and forward-looking superintendent and support him in selecting and maintaining a competent and well-balanced staff.

The selection of the superintendent constitutes one of the most important steps taken by any board. If a competent person who can serve capably as executive officer for the board, as administrator for the program, and as leader for the school system is selected and if adequate financial support is provided, there will be reasonable assurance that a strong and competent staff will be appointed and maintained and that a good program of education will be provided in all schools.

3. The board and the staff should continuously study the problems and opportunities to assure that the program is designed to meet the needs of all students and that desirable improvements are made without delay.

Good school programs are the result of many factors which include: (1) agreement on goals, (2) analysis of factors that have implications for the program, and (3) adjustments to assure an adequate program that meets the needs of all the pupils. Educational programs should be modified as necessary to meet changing conditions. Continuation of inadequate or outmoded policies or practices will inevitably result in handicaps and inefficiency. Continuing study and reappraisal are essential if this is to

be avoided.

4. The schools of the district should be so organized that they can be operated efficiently and economically and can meet all educational needs.

The board and the staff should determine whether the traditional plan for organizing elementary and secondary schools is satisfactory or should be modified. The fact that there may have been an eight-grade elementary system and a four-year high school plan does not mean that this should be assumed to be satisfactory. Other plans for organizing schools should be carefully studied. Studies put the most effective size for elementary schools at about 500 to 600 pupils for grades 1-6; junior high or intermediate schools at from 600 to 1,000 pupils; high schools generally from 1,000 to 1,500 pupils, and junior colleges somewhat larger.

5. The district should be operated in such a way that the active interest and support of residents of the area are encouraged and utilized for the benefit of the educational program.

When the reorganization of districts is being considered, people are usually concerned that the new organization may result in some decrease in local interest and responsibility. Two steps have been found useful as a means of continuing local interest and support. These are: (1) development from time to time of citizens' committees to study appropriate aspects of the educational program and advise the board concerning their findings and recommendations; (2) establishing an informal advisory group of citizens selected by the patrons of each school to work with the principal and his staff and to assist him in interpreting needs and progress to patrons of the community and to officials of the district.

6. The affairs of the district should be so managed as to assure the greatest educational returns for the funds expended.

With a single board and one administrative staff, much needless duplication of effort can be avoided. When districts serve a sufficient number of pupils, specialists can be made available to provide technical services which must be performed by the county superintendent's staff in smaller districts. Large districts can purchase supplies in quantity at reduced costs and increased availability. Clerical help can be provided for the administrators and specialists so they can spend more of their time helping provide a better educational program for the pupils. Every effort should be made to assure that teachers have appropriate facilities, supplies and services needed to enable them to do the best job possible, and that the affairs of the district are so managed as to assure a maximum of educational returns for all funds expended.

Characteristics Relating to Educational Programs

The goal of an adequate educational program is for each student to achieve in keeping with societal needs and his individual abilities and interests. There is no adequate substitute for this achievement. Meeting this goal necessitates having a comprehensive curriculum broad enough to meet the wide range in ability and interest. An adequate program must include a number of special services in order to realize more fully this goal.

1. Each district should have a variety of programs to meet the many specific needs of students.

There should be special programs to provide for slow learning and gifted children. Special programs for students with handicaps, unusual abilities, and those who need remedial help are necessary. In the past too little consideration has been given to procedures for helping the capable but underachieving student. A school district should assume the responsibility for an adult education program related to other opportunities for continued education in the district.

2. A school district should be able to offer the many services necessary for the total educational development of students. These services would include such things as libraries, health services, guidance and counseling services, testing, speech therapy, school lunches, and audio-visual services for students and teachers.

3. Good instructional programs at all grade levels are necessary. The elementary and secondary programs require that students spend a large part of their time in a prescribed basic-skill curriculum. This includes instruction in mathematics, language arts, social studies, and science. The elementary schools which generally include grades K-6 usually have a self-contained classroom with a single teacher working with the students. Attention to special needs of students can be handled by a single teacher through grouping, by consultant help, and with the help of special teachers in areas such as music and foreign languages.

The junior high school program includes grades 7 and 8, or 7, 8, and 9. Some departmentalization takes place in junior high school. One teacher usually works with a class in a block or core program for 2 or 3 hours, and special teachers work on a single-period basis with the students for the remainder of the day. Some freedom is given students in electing courses of their choice. The program in junior high school allows some exploring on the part of the student in elective areas as well as broadening the basic areas of learning.

The senior high school program is one that generally provides single periods of instruction by specialized teachers. Courses in the basic areas are required, but there is more opportunity to elect courses than there was in the junior high school. Some typical high school programs designed to meet diversified student needs are: college preparation, vocational, technical, and general terminal programs.

4. To provide the very best program at all levels of instruction, good articulation is needed. When a school district is unified and one board of directors and one administrator is responsible for the total program, good vertical planning is facilitated. A total professional staff working together as a group and concerned with the broad objectives of educating all students from grades K through 12 should be able to hold to a minimum problems pertaining to articulation. The strengthening of the educational program through total vertical planning eliminates many problems inherent in separate elementary and high school district organization.

5. Adequate staffing of schools is essential in order to have a good educational program. Unification does not create a need for fewer staff members, but allows for more specialization within the staff. This is true at both the teaching and administrative level.

The interest and emphasis in most communities are appropriately on improving the quality of education for all pupils. Practically every study made thus far has shown that, in districts large enough to avoid high costs due to small size, a better quality of education is generally found where expenditures are above the national or regional average than where they are merely average. Furthermore, these studies show that staffing policies and patterns are a significant factor in the differential. For example, the data presented in connection with the "Cost of Education Index" as reported in School Management for April, 1960, and January, 1961, show that the number of professional staff members per 1,000 pupils is about 15 per cent higher in districts in the upper or "quality" quarter of expenditures than in those falling near the average. It appears that about 50 professional staff members per 1,000 students represent close to the minimum considered essential for a quality program of education.

CHAPTER III

FACTORS AFFECTING SCHOOLS AND SCHOOL DISTRICTS IN WASHINGTON TOWNSHIP

Many significant factors will be considered that have either direct or indirect effect on the schools and school districts in Washington Township. A brief look at these factors should be helpful for a better understanding of the trends and developments in the area. An analysis of these factors should help focus attention on the over-all needs of the school-age children as well as on the needs of the entire area.

Background Factors

Washington Township is old and rich in tradition. Historically, it had its beginning prior to the gold rush of 1849. School districts were formed as early as 1852 (Centerville School District, the second in the State of California, was established in 1852). For many years the Township did not grow rapidly in population. It developed into a rather sparsely populated, well-stabilized agriculture area. Some light industry developed through the years to serve in processing the products of the farms. This stable traditional agricultural emphasis generally continued through World War II.

Beginning about 1950 the Township began to move rapidly into a transitional period. It appears at the present time that the Township will develop into a residential, commercial, and industrial area of considerable magnitude within the next decade.

Cities and Communities

Cities

There are three incorporated cities and part of a fourth in Washington Township. There are also two small unincorporated areas. The three cities are Newark, Fremont, and Union City.

Two portions of the City of Hayward extend into Washington Township from the north. One of the portions includes approximately the western half of the Alvarado School District. The other portion is located several miles east and includes a part of the Alvarado and Decoto School Districts.

Union City (incorporated January, 1959) is located in the north central part of Washington Township and extends to the northern boundary at one point between the two portions of Hayward. It generally includes the eastern part of Alvarado School District and the western part of the Decoto School District. The 1960 population of Union City was 6,500.

The City of Fremont (incorporated January, 1956) borders Union City on

the north and includes the rest of Washington Township with the exception of Newark. It is the largest city in the township with an area of 99 square miles and a population of 44,364 in 1960. All of Warm Springs and Niles School Districts, major portions of Irvington, Centerville, and Alviso School Districts, and a small portion of the Newark School District lie within the city limits of Fremont.

The City of Newark (incorporated, September, 1955) is located in the west central part of Washington Township and is surrounded by the City of Fremont. It is bordered by San Francisco Bay on the west and Nimitz Freeway on the east. The major portion of the Newark School District lies within the City of Newark. Small portions of Alviso, Centerville, and Irvington School Districts are also located in the City of Newark. The 1960 population of Newark was 10,283.

One of the unincorporated areas in the Township is located near the southern portion of the City of Newark. Newark nearly surrounds this small area. The other unincorporated area is the extreme northeast corner of the Township.

Communities

There appear to be four community centers in Washington Township. There are also a number of sub-communities that are dependent upon larger centers for the majority of their shopping and services.

Decoto, one of the community centers, serves the northeast area of the Township. It originated in 1867 and became noted as a "breadbasket" for the large cities in the area. Some industry started after World War I. A number of building and agricultural industries moved in to stabilize the community. Since 1950 Decoto has become a residential area with many new homes being built each year. The people in this area are also closely associated with the City of Hayward to the north, and many go there for some of their major shopping.

Newark serves the west central area of the Township. It has recently become a manufacturing center. Good industrial sites and excellent transportation facilities have aided the industrial development of Newark. Excellent planning is providing a good balance of industrial, commercial, and residential zoning. Newark also serves as a gateway to the west for the Township. Railway and highway bridges cross the Bay via Newark to the peninsula.

Centerville, because of its location, serves the central and east central areas of the Township. For many years Centerville served as the hub and commercial center for the entire Township. The only high school in the Township until 1956 was located there. The Centerville area is predominantly a commercial and residential area.

Irvington serves as the commercial community center for the southern portion of the Township. This community is rapidly moving from agricultural to residential; it has the largest concentration of population in the entire Township. In some ways there is little distinction between Irvington and Centerville as they have developed together into a large central core for both the Township and the City of Fremont.

There are three smaller sub-communities with their own tradition and identity. They serve their respective areas with pride, and it appears that they will grow into larger service centers as the Township continues to develop.

Alvarado serves the northwest agricultural area of the Township. It is very sparsely settled at the present time. With proper flood control measures much of the land in the area could be developed into industrial and residential area.

Niles is considered the eastern gateway to the Township via Niles Canyon. It is located on Highway 9 and the junction of both the Western Pacific and Southern Pacific Railroads.

Warm Springs has served as the center of the large sparsely populated area at the south end of the Township. With the building of the new General Motors plant, Warm Springs is destined to develop into an industrial and residential area of considerable stature. Some of the people in this area associate themselves with the greater San Jose region to the south because of its accessibility.

Highway and Railway Transportation

Washington Township is bisected into an east and west portion by Highway 17 (Nimitz Freeway). State Highway 9, running north and south through the eastern part of the Township, serves much of the residential area. There is a proposed freeway to run north and south between Highways 17 and 9 which should help to keep highway traffic flowing smoothly as the population increases. There are three additional hard-surfaced roads that carry traffic generally in a north and south direction in the Township.

Jarvis Road, Thornton Avenue, and Mowry Avenue run east and west near the center of the Township. These main avenues divert highway traffic to western points via Newark and the Dumbarton Bridge and to eastern points via Niles and Niles Canyon.

The Township is served by two railways. The Southern Pacific has two main lines running north and south through the Township. One of the lines runs through the western part via Alvarado and Newark. It junctions at Newark and also runs west to the peninsula via the Dumbarton Railroad Bridge. This rail line provides freight, mail and the only through passenger service in the Township. The other Southern Pacific Line runs through the eastern part of the Township and is generally parallel to the Western Pacific Line. The two

western lines pass through Decoto, Niles, Irvington and Warm Springs. They both junction at Niles and serve points east via Niles Canyon. The Western Pacific provides passenger service north and east from Niles.

Population Developments and Sociological Background

The total population of Washington Township in 1960 was about 70,000. This total was distributed among the cities and the unincorporated areas as follows: Fremont 44,346, Newark 10,283, Union City 6,432, Hayward about 6,000, and the unincorporated areas about 3,000. It has been estimated that the total population may reach 175,000 by 1970.

The total student population (k-12) in the Township increased from 5,550 in 1950 to 21,441 in 1960. Projections indicate that there will be 50,000 students by 1965 and in excess of 70,000 students by 1970.

The approximate number of new homes purchased during 1961 in the various cities were: Fremont 1700, Newark 700, and Union City 100. This was an increase of about 2500 families or about 9,000 people.

There has been some change in the sociological situation in the area. When the area was more devoted to farming and there was much less population, a high percentage of students enrolled in school were from bilingual or non-English-speaking families. Today the number of students enrolling in school that would have some initial difficulty adjusting because of a language barrier is low.

The Township is developing into a typical American middle class suburban area. The diversity in background and interests of the people appear to be average. There do not seem to be any extreme socio-economic groups in Washington Township which need to be considered in this study.

Economic Developments and Zoning Provisions

There have been many considerations in regard to economic development and zoning since residential and industrial development have begun to expand rapidly in recent years. Because nearly all of Washington Township lies in the Cities of Newark, Union City and Fremont, the city planning commissions have played a very important role in the planning and development of the area.

The former economy built on agriculture and a more sparse population supported the schools with moderate effort. The present economy built more on residential and industrial development, and the large and rapid population increases will bring the need for an increased effort to support education. The balance between residential and industrial development will be an important factor in the various areas of the Township which relates to their ability to support their school program. The areas that are developing most of their land for residential use will have less assessed valuation than the

areas with a larger proportion of land used for industrial development. Maximum residential development along with minimum industrial development in a particular area may result in a lack of funds and minimal educational opportunities.

It should be helpful to look at the existing elementary school districts' tax rates and the indicated trend for the next few years. Alvarado has a low tax rate, and it appears it will remain low for the next few years. The indefinite development of the flood plains will probably defer any major change for some time. Centerville also has a very low tax rate which shouldn't change greatly in the next few years. Centerville is more fully developed and stabilized than other districts. Warm Springs has a low tax rate which will probably increase considerably in the next few years until it is fully developed. This is true even though Warm Springs should have good industrial development. Alviso, Irvington and Niles have less favorable tax rates which will probably become even higher in the next few years because of maximum residential development compared to industrial development. Decoto and Newark have less favorable tax rates which should remain about the same for the next few years. Decoto has already developed to a great extent residentially and should continue to have additional residential and industrial development. Newark has developed some residential and industrial areas, and this trend should continue.

The factors mentioned above must be considered when the attempt is made to establish the best educational program possible in terms of quality education, equity in tax rates and efficiency of operation.

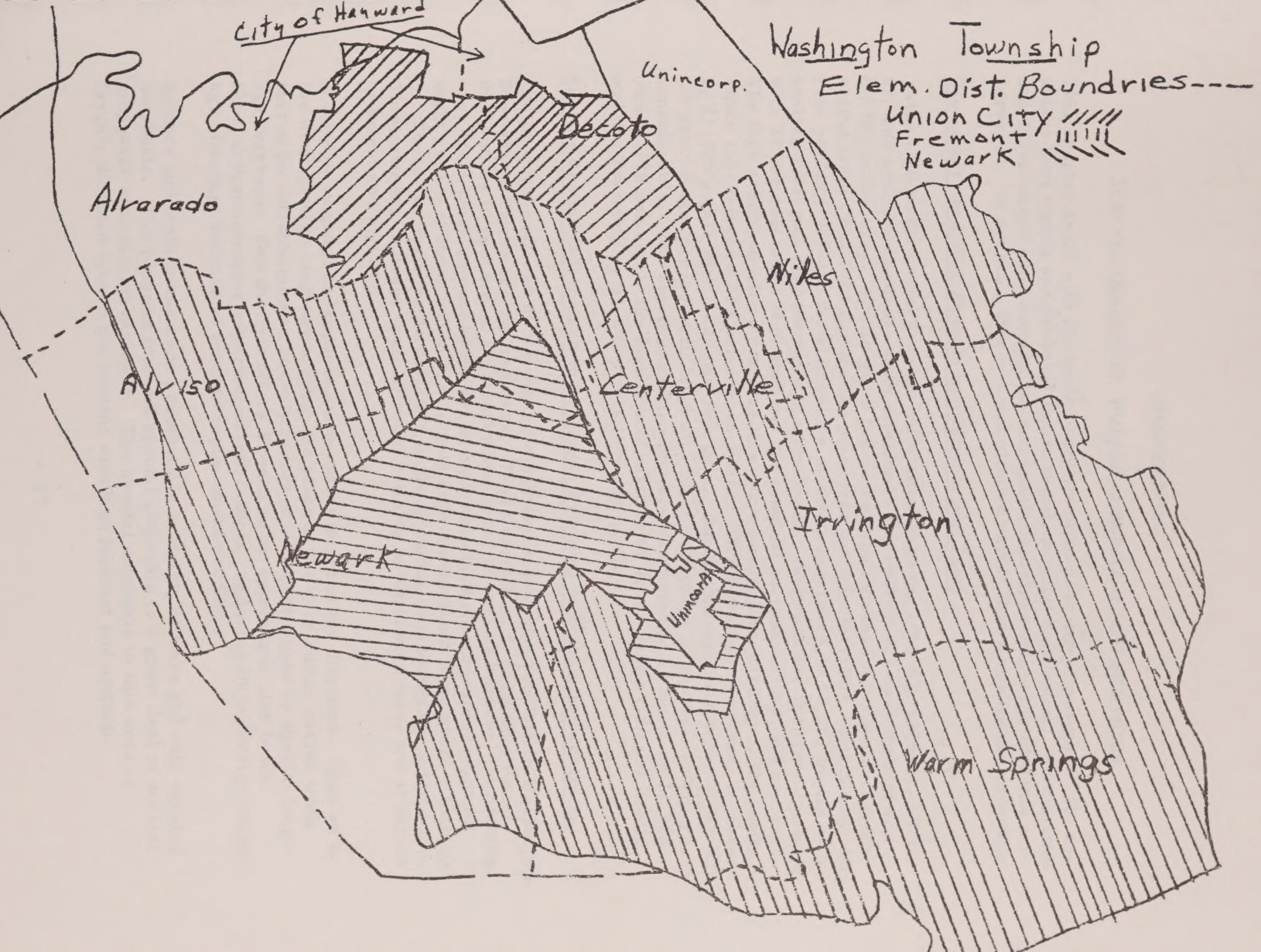
Implications

The history and background of Washington Township suggest that the population is sincerely interested in building good communities and schools. School programs have been supported, and some changes in school organization have been made to maintain good educational experiences for students throughout this long history. There is an indication that this same cooperative spirit will continue and the very best educational facilities and opportunities will be provided for the student population of the area.

The present and proposed transportation facilities appear to be adequate for safe and efficient transportation of students to and from school.

It appears that for the next few years the local population will have to maintain or increase the present tax rate in order to maintain a strong program. The assessed valuation per student, which is less than the State average, will continue to decline for the next few years at least.

The rapid population growth indicates a need for continued attention to careful planning. There will be a need for additional money and effort to be spent on site selection and acquisition; planning, financing and building schools; and attracting and retaining enough competent staff members.



City of Hayward

Washington Township

Elem. Dist. Boundries---

Union City

Fremont

Newark

Unincorp.

Decoto

Alvarado

Miles

Alviso

Centerville

Irvington

Newark

Unincorp.

Warm Springs

CHAPTER IV

SCHOOL DISTRICTS: PUPILS, PROGRAM AND SERVICES

This chapter deals with the basic elements of an educational program. It considers past trends and probable future trends in pupil enrollment. Similarities and differences in the curriculum and special services offered to students are surveyed. In general, this is a quantitative rather than a qualitative coverage.

Elementary and High Schools by Districts and Total

Table 1 gives the actual average daily attendance for 1950-51, 1955-56, 1961-62, and estimated average daily attendance for 1965-66 for each district and for the entire area. It also gives the percentage increase for the eleven-year period from 1950-1961 and for the nine-year period 1961-1969. For the eleven year period (1950-61) the elementary districts increased by 17,101 pupils representing a 649 per cent increase in enrollment. Alvarado had the least increase with 39 per cent while Irvington had the greatest increase with 1,894 per cent. The high school enrollment during this same period increased by 3,924 pupils, which represented a 516 per cent increase. The Township as a whole increased by 21,025 pupils with a 620 per cent gain. During the next nine years (1961-69) the percentage increase will level off, but the numbers of students will increase considerably. The elementary districts are estimated to increase by 37,288 pupils (178 per cent), the high school district by 7,315 pupils (156 per cent), and the Township by 44,603 pupils (174 per cent).

Similarities and Differences in Programs Provided in Elementary Districts

The programs offered by the eight elementary school districts within Washington Township differ in several respects. These variations in programs reflect differences in educational philosophy and areas of special interest. Programs vary from those composed mainly of self-contained classrooms through all eight grades to those which are largely departmentalized from grade 4 through 8. There is considerable variation in the grouping of students for instruction. This grouping is based upon different criteria in different areas, and it varies in extent and rigidity.

A foreign language is taught to some extent in six of the districts. Spanish is the main foreign language taught. Its place in the curriculum varies from that of an extracurricular activity to that of a subject taught by special language teachers. One district offers French on an extracurricular basis. Several districts have experienced difficulty in continuing their foreign language offerings because of teacher replacement problems.

Science and mathematics are presented in a variety of ways and with varying emphasis. The range is from no special emphasis to a great deal of special emphasis with special teachers. The special emphasis in this area is largely directed toward the student with high interest and aptitude.

TABLE 1

Actual Average Daily Attendance 1950-1961;
 Estimated Average Daily Attendance 1961-1969
 and
 Percentage of Increase of Average Daily Attendance
 in Washington Township School Districts

School District	Actual		Estimated			Percentage Increase	
	A. D. A. 1950-51	A. D. A. 1955-56	A. D. A. 1961-62	A. D. A. 1965-66	A. D. A. 1969-70	1950-61* (11 yrs.)	1961-69# (9 yrs.)
Alvarado	213	265	296	353	407	+39	+38
Alviso	95	93	572	1,265	1,895	+502	+231
Centerville	353	1,362	3,500	6,300	7,600	+892	+117
Decoto	635	1,729	3,136	4,910	6,430	+394	+105
Irvington	420##	1,640##	8,376	15,179	21,579	+1,894	+158
Newark	411	1,283	3,470	6,400	8,800	+754	+154
Niles	566	888	1,337	1,919	2,519	+136	+89
Warm Springs	96	115	203	5,748	8,948	+111	+4,308
Elementary Total	2,789	7,375	20,890	42,074	58,178	+649	+178
Washington High School	761	1,533	4,685	8,500	12,000	+516	+156
Total Elementary and High School	3,550	8,908	25,575	50,574	70,178	+620	+174

*Actual percentage increase

Estimated percentage increase

##Includes Mission San Jose Elem. Schl. Dist., now a part of the Irvington District.

TABLE 2

Projected Enrollments by High School Attendance Areas*

<i>operating '61-62</i> Washington High School ¹					<i>operating '61-62</i> Logan High School ²				
Grade	1962-63	1963-64	1964-65	1965-66	Grade	1962-63	1963-64	1964-65	1965-66
9	574	353	413	489	9	483	475	348	357
10	556	567	346	413	10	400	483	366	348
11	490	546	567	358	11	370	400	483	366
12	337	474	546	560	12	235	370	400	483
Total	1957	1940	1872	1820	Total	1488	1728	1591	1554

<i>operating '61-62</i> Irvington High School ³					<i>opening fall of '62</i> Newark High School ⁴				
Grade	1962-63	1963-64	1964-65	1965-66	Grade	1962-63	1963-64	1964-65	1965-66
9	449	445	248	439	9	275	594	661	421
10	431	449	445	248	10	250	275	594	367
11	393	431	449	445	11	225	250	275	324
12	225	393	446	449	12	150	225	250	275
Total	1498	1718	1588	1581	Total	900	1344	1780	1381

<i>opening fall of '64</i> Mission San Jose High School ⁵					<i>opening fall of '65</i> Stevenson High School ⁶				
Grade	1962-63	1963-64	1964-65	1965-66	Grade	1962-63	1963-64	1964-65	1965-66
9			439	502	9				375
10			341	439	10				300
11			175	341	11				270
12			160	175	12				110
Total			1115	1457	Total				1055

*Taken from FIVE YEAR PROJECTION 1961-66 by Washington Union High School District.

¹Students from the Irvington, Centerville, Alviso areas.

²Students from the Decoto, Alviso, Niles, Alvarado areas.

³Students from the Irvington, Warm Springs areas.

⁴Students from the Irvington, Newark areas.

⁵Students from the Irvington, Warm Springs, Niles areas.

⁶Students from the Irvington area.

Table 2 gives projected enrollments for the high school district by school attendance areas. There are three high schools operating this year (1961-62): Washington, Logan, and Irvington. Newark High School should open in the fall of 1962, Mission San Jose High School the fall of 1964, and Stevenson High School the fall of 1965. Projected enrollments for the six high schools are given.

TABLE 3

Number of Schools by Grade Organization in
Each Elementary District in Washington Township
1961 - 62

District	K-6	K-8	7-8	Total
Alvarado		1		1
Alviso		2		2
Centerville	5		1	6
Decoto	5		1	6
Irvington	13		2	15
Newark	6		1	7
Niles	2	1		3
Warm Springs		1		1

Table 3 gives the grade organization for the elementary and high school districts in the Township. All districts have a kindergarten program; four districts have no separate junior high program. The districts have from one to fifteen schools each.

TABLE 4

Teacher*-Pupil Ratios in Elementary School Districts

in Washington Township 1961-62

District	K	1-3	4-6	7-8	District Total
Alvarado	1:20	1:28	1:31	1:35	1:29
Alviso	1:31	1:28	1:28	1:30	1:28
Centerville	1:30	1:28	1:30	1:29	1:28
Decoto	1:26	1:28	1:30	1:25	1:30
Irvington	1:30	1:30	1:31	1:29	1:31
Newark	1:31	1:35	1:33	1:28	1:34
Niles	1:23	1:27	1:31	1:24	1:29
Warm Springs	1:26	1:24	1:22	1:19	1:23

* Includes regular classroom teachers, speech therapists, special education teachers, music teachers, physical education teachers.

Table 4 gives the teacher-pupil ratios for different grade levels in the districts.

Nearly all districts are placing special emphasis in one way or another on reading. This includes a variety of approaches in the regular curriculum and some extracurricular activities. In keeping with this is a common concern for library facilities. These facilities vary widely from district to district. Library facilities, in general, appear to be inadequate.

Several districts have special programs in music, particularly instrumental music. Several districts do little with music education. Provision varies from being entirely extracurricular to the special programs.

Physical education, home economics, and shop courses vary in their inclusion and emphasis from district to district. Some districts have none of them while others have all three.

There is considerable difference in the approach to junior high school education. This varies from self-contained classrooms through core programs to the fully departmentalized program. Within these varying programs there are differing areas of interest receiving special emphasis.

Programs in several areas of special education are provided. Inter-district programs are provided for the educable (.1) and trainable (.2) mentally retarded child and also for the visually handicapped child. Agreements with surrounding districts provide some help for the orthopedically handicapped and the deaf child. These facilities are used in varying amounts by the different districts. These special education programs are not analyzed for adequacy either qualitatively or quantitatively.

It should be recognized that the number of special services and programs is not necessarily a valid indication of the quality of the special programs or of the total educational program. Different districts may organize differently to do a given job. However, special programs and services are an indication of concerns and commitments. For the purposes of this study the variety of provisions itself has considerable meaning.

Services Provided in the Elementary Districts

There are fewer differences found in the services provided by the elementary districts than in their educational programs. All districts provide some help in speech therapy. Nearly all districts have some psychological help in evaluating referred students. Most districts have contracted for assistance in nursing.

While the common areas of special services are represented in most districts, it should be noted that no indications of adequate quality or quantity are given. Provisions in certain important areas are practically non-existent. Two such areas are in the education of the emotionally disturbed child and in helping to develop the underachiever within the "normal" range. Children with multiple educational problems need multiple help. This help should be given at the earliest possible time to prevent the added handicaps developed with chronicity.

TABLE 5

Special Programs* Provided by

School Districts in Washington Township, 1961-62

School District	Foreign Language	Math	Science	Special Reading Program	Music	Library	Shop	Home Economics
Alvarado	Spanish 5-6			Develop- mental 4-8			** No	No
Alviso	Spanish 6-7-8						No	No
Centerville	Spanish French ExtraCur.	Extracur.		Extracur		Each school		
Decoto	Spanish 6-7-8 & Summer			Clinic Available Remedial		4 schools		
Irvington	Spanish 7-8	Special Emphasis	Special Emphasis	Remedial	Special Emphasis			
Newark	No				Special Emphasis			
Niles	Spanish	Special Emphasis	Special Emphasis	Remedial			Crafts	
Warm Springs	Spanish			Remedial				
Washington Union H. S.	Language Labs.	SMSG	BSCS	Remedial	Special Emphasis	Each school		

	Health	Guidance	Special	Cafeteria	Summer School	
Washington Union H. S.	County Services	Full time Counselors Full time Psychologist	Pt. 1	Each school	District Program	

*A blank space for any district indicates that this particular area is provided only in connection with the regular educational program.

** A no indicates that there is no program at all in a given area, regular or special. This table calls attention only to areas where special emphasis exists or where no provision is made in the program.

Articulation

From the differences indicated in the above programs, it is apparent that articulation problems exist between the elementary districts and the high school district. Some progress is being made toward solving these problems. There have been meetings of the administrators, curriculum directors, department heads, and representative teachers from the several districts, for this purpose. A "Sequential Writing Guide for Grades 7-12" has been one result. Guidance personnel from the high school district visit the eighth grades for orientation of students for high school. Guidance information is transmitted in both directions between the elementary and high school districts. The high school district is considering curricular revisions in keeping with changes in the elementary programs. This is a beginning in the right direction. A great deal remains to be done before satisfactory articulation is attained. The difficulty of achieving articulation when wide variation in practice and program exists at the elementary school level should be recognized.

CHAPTER V

SCHOOL DISTRICTS: FINANCE

This chapter deals with pertinent financial factors directly affecting the ability of present school districts to carry on an adequate educational program.

Assessed Valuation Per Pupil in Average Daily Attendance

Table 6 gives the assessed valuation per pupil in average daily attendance for each district within the Township for the designated years. Seven of the years include actual figures while the remaining four years include estimated figures. Any conditions causing change in the assessed valuation or the number of pupils in average daily attendance will cause fluctuations in assessed valuation per pupil in average daily attendance. Six of the eight elementary districts show a gradual decrease in assessed valuation per A.D.A. This is caused by the number of students in the public schools increasing faster than the taxable wealth of the district. In the Alvarado and Centerville districts the tax base is increasing a little faster than the number of students. Note the sharp decline in assessed valuation per A.D.A. predicted for the Warm Springs District. This indicates an anticipated much more rapid increase in students than in tax base. The high school district decreased from \$34,000 to its present level of about \$24,000 per A.D.A. where it is expected to remain fairly constant. This means that estimates for the high school district show the number of A.D.A. and tax base increasing at about the same rate.

TABLE 6

Assessed Valuation Per Pupil in Average Daily Attendance

Actual 1950 to 1961; Estimated 1963 to 1969

District	Actual						Estimated		
	1950-51	1955-56	1958-59	1959-60	1960-61	1961-62	1963-64	1965-66	1969-70
Alvarado	\$11,614	\$12,778	\$14,270	\$17,028	\$17,618	\$16,962	\$17,125	\$17,847	\$21,375
Alviso	16,634	22,811	9,031	8,218	7,656	7,845	5,023	3,952	3,060
Centerville	8,128	5,699	7,038	6,430	6,090	6,347	6,953	7,291	7,656
Decoto	4,178	4,049	5,338	5,558	5,518	5,842	5,170	5,091	4,976
Irvington*	17,245	7,564	5,449	4,465	4,234	4,278	3,842	3,294	3,012
Newark	11,181	8,369	7,711	7,195	6,926	7,264	5,798	5,158	4,014
Niles	5,939	6,250	7,250	7,071	7,089	6,641	5,666	4,846	3,870
Warm Springs	13,453	16,623	25,326	24,754	29,262	20,963	6,458	4,871	5,811
Wash. H. Sch.	34,256	33,186	28,543	26,739	24,424	24,549	24,673	24,718	28,271

*Irvington includes Mission San Jose.

Tax Levies for General Fund and Special Purposes

Table 7 gives a breakdown of the tax levies for the elementary and high school districts for the specified years. Special levies for both the elementary and high school districts may be levied for any of the following purposes: civic center and community recreation, Retirement Annuity Fund, State Employees' Retirement System, or meals for needy students. Receipts from these special levies may be spent only for the purpose for which the levies were made.

Over the past several years there has been little increase in local school tax rates in general in Washington Township. This probably indicates the tax base increased about as fast as educational expenses. The general trend downward in assessed valuation per pupil in average daily attendance noted in Table 6 suggests that in the future increases in local tax rates will be needed to maintain the present level of financial support unless state support is considerably increased.

For 1961-62 the total for the general fund and special levies is given. The range is from \$2.50 to \$3.50 per \$100 assessed valuation.

TABLE 7

Local Current Tax Levies* in Elementary School Districts

District	1950-51**		1960-61				1961-62#					
	Elementary		H. S.		Elementary		High School		Elementary		High School	
	Gen. Fund	Special Levies	Gen. Fund	Gen. Fund	Special Levies	Gen. Fund	Special Levies	Gen. Fund	Special Levies	Gen. Fund	Special Levies	Total
Alvarado	.90	- - -	.75	1.40	.22	1.25	.10	1.40	.20	1.25	.12	2.97
Alviso	.80	.03	.75	1.40	.11	1.25	.10	1.40	.09	1.25	.12	2.86
Centerville	.90	.07	.75	1.13	.15	1.25	.10	1.13	--	1.25	.12	2.50
Decoto	.90	.05	.75	1.95	.14	1.25	.10	1.95	.14	1.25	.12	3.46
Irvington	.90	--	.75	1.50	.10	1.25	.10	1.50	.10	1.25	.12	2.97
Mission S. J.	1.30	.04	.75	1.40	.18	1.25	.10	→				
Newark	.90	.02	.75	1.65	--	1.25	.10	1.70	--	1.25	.12	3.07
Niles	.90	--	.75	1.95	.03	1.25	.10	1.95	.18	1.25	.12	3.50
Warm Spr.	1.30	--	.75	1.30	.07	1.25	.10	1.90	.12	1.25	.12	3.39

*Does not include levies to pay off state loans or bonded indebtedness.

#Does not include a special education levy of \$.03 or a junior college tuition levy of \$.336.

**No high school special levy for 1950-51.

Sources of Revenue in Each District

Table 8 gives the amounts of current revenues from federal, state and local sources for the selected years and the percentage of the total revenue the local funds represent. For each of these years the total amount of revenue for each school district steadily increased, as would be expected in a rapidly growing area. Also, the amount of local revenue steadily increased in amount. However, there is a general

trend for the local revenue to constitute a smaller percentage of the total revenue each year. This means, in general, that each year more money, in proportion to the total amount, comes from federal and state sources. The Alvarado and Warm Springs districts are the consistent exceptions to this general trend. These two districts have the highest assessed valuation per pupil in average daily attendance.

TABLE 8
Sources of Current Revenue

District					Perc'tg		1958 - 59			Perc'tg	
	Fed.	State	Local	Total	Local Revenue	Fed.	State	Local	Total	Local Revenue	
Alvarado	--	22,002	23,208	45,210	.51	--	42,310	65,928	108,238	.61	
Alviso	--	8,790	13,306	22,096	.60	5,867	59,039	52,854	117,760	.45	
Centerville	--	40,304	27,973	68,277	.41	19,731	407,013	195,550	621,994	.31	
Decoto	--	85,523	22,934	108,457	.21	28,193	570,455	332,303	930,951	.36	
Irvington	--	33,737	59,476	93,213	.64	20,386	616,666	258,510	895,562	.29	
Mission S. J.	--	10,459	12,142	22,601	.54	7,120	138,056	42,527	187,703	.23	
Newark	--	38,027	43,737	81,764	.53	19,408	348,885	264,043	632,336	.42	
Niles	--	65,447	30,195	95,642	.32	8,457	225,011	145,054	378,522	.38	
Warm Springs	--	10,121	16,192	26,313	.62	--	14,493	32,068	46,561	.69	
Wash. H. S.	--	82,115	196,441	278,556	.71	23,238	402,981	906,330	1,330,549	.68	
Total for Township			445,604	842,129	.53	Total for Township			2,295,167	5,250,176	.44
1959 - 60						1961 - 62					
Alvarado	--	43,310	77,286	120,597	.64	--	39,474	70,292	109,766	.64	
Alviso	2,401	90,404	56,902	149,707	.38	2,641	120,212	77,815	200,668	.39	
Centerville	17,359	513,945	215,799	747,103	.29	19,095	812,497	304,676	1,136,268	.27	
Decoto	21,050	657,195	345,617	1,023,862	.34	23,155	727,642	348,184	1,098,981	.32	
Irvington	45,000	1,060,804	281,531	1,387,335	.20	55,988	2,103,659	537,555	2,697,202	.20	
Mission S. J.	5,899	148,980	42,793	197,672	.22	↗	↗	↗	↗		
Newark	24,106	456,464	297,340	777,910	.38	26,517	752,174	411,283	1,189,974	.35	
Niles	5,909	248,391	162,791	417,091	.39	6,500	294,787	173,150	474,437	.36	
Warm Springs	--	15,446	33,778	49,224	.69	--	30,809	59,745	90,554	.66	
Wash. H. S.	47,689	596,327	1,268,900	1,912,916	.66	52,458	1,017,414	1,483,085	2,552,957	.58	
Total for Township			2,782,737	6,783,417	.41	Total for Township			3,465,782	9,550,807	.36

Teachers' Salary Schedules

Table 9 gives the teachers' salary schedules for the elementary and high school districts in Washington Township along with the number of steps provided in each schedule. The elementary district schedules all start at about the same point. There is a difference of \$170 a year between the highest and lowest beginning elementary schedule. This difference in maximums is greater (\$485) in the elementary salary schedules. The high school schedule is considerably higher than the elementary schedules, especially at the maximum, which is \$975 above the highest elementary maximum salary and \$1,460 above the lowest elementary maximum salary.

TABLE 9

Teachers' Salary Schedules for Districts in Washington Township
With Number of Steps, Minimum and Maximum, for Each Level of Training 1961-62

District	Steps*	A. B.	A. B. +30	A. B. +60
Alvarado	12	5050 - 7525	5650 - 8125	6250 - 8725
Alviso	8-10	5050 - 6625	5650 - 7675	6250 - 8275
Centerville	11-12	5058 - 7272	5664 - 7824	6252 - 8622
Decoto	12	4930 - 7535	5380 - 7985	6515 - 8435
Irvington	10	5000 - 7025	5650 - 7675	6300 - 8325
Newark	10-13	5000 - 7000	5500 - 7960	6000 - 8690
Niles	10	5000 - 7160	6020 - 7700	6800 - 8240
Warm Springs	12	5100 - 7575	5550 - 8025	6000 - 8475
Washington H. S.	8-13	5300 - 7300	5700 - 8900	6700 - 9700

* Some districts have a different number of steps for different levels of training.

Current Expense Per Pupil

Table 10 gives the current expense per pupil for the indicated years. There is a general rising trend. At the same time the number of pupils in school is increasing, the cost of educating a student is also increasing. This results in a substantial yearly increase in total cost for the educational program. The current expense per pupil figure does not include costs for buildings, sites, or debt service. The current expense per pupil in the elementary districts ranges from \$325 to \$446 per school year. The table indicates that it costs considerably more to educate children at the high school level than at the elementary school level.

TABLE 10

Current Expense Per Pupil in Average Daily Attendance, 1950-51 to 1961-62

	50-51	55-56	57-58	58-59	59-60	60-61	61-62*
Alvarado	\$214	\$ 295	\$321	\$360	\$389	\$409	\$415
Alviso	213	321	233	255	291	347	371
Centerville	198	211	273	273	275	284	325
Decoto	188	277	312	339	335	360	358
Irvington	248	207	253	268	282	333	342
Mission S. J.	215	215	280	292	312	337	↗
Newark	184	236	281	291	303	315	343
Niles	179	261	286	287	339	362	355
Warm Springs	219	280	405	390	461	497	446
Washington H. S.	344	389	420	421	478	478	545

*Estimated from budgets.

Bonded Indebtedness and State Loans

Table 11 shows the indebtedness for each district for buildings and building sites and the tax rates levied for repaying the indebtedness. It also shows the bonding capacity for each district which is equal to 5 percent of its assessed valuation. The tax rate for paying off the bonded indebtedness is set at a level necessary to raise the amount of money needed to pay the interest on the bonds and the principal as it becomes due. The tax rate for paying off the state loan is based in general on the ability to pay measured by the relationship between the assessed valuation of the district and the amount the district must raise by local property taxes to service the local eligible bonded indebtedness.

Table 12

Bonding Capacity, Bonded Indebtedness, State Loans and Repayment Tax Rates for Elementary and High School Districts in Washington Township, 1961-62

School District	1961 - 1962						
	Bonding Capacity *	Bonded Indebtedness	Elem. Bond Tax Rate	H. S. Bond Tax Rate	State Loan	Elem. Loan Tax Rate	H. S. Loan Tax Rate
Alvarado	251,044	179,000	.37	.428	246,960	.07	
Alviso	204,777	183,000	.52	.428	494,020		
Centerville	1,015,587	830,000	.50	.428	2,263,436	.22	
Decoto	892,780	799,000	.48	.428	2,220,085	.19	
Irvington	1,791,853	1,264,000	.45	.428	7,089,106		
Mission S. J.	--	80,000	.36	.428	--		
Newark	1,175,096	924,000	.44	.428	2,207,335	.12	
Niles	443,978	420,000	.52	.428	435,508	.21	
Warm Springs	157,229	143,000	.62	.428	47,704		
Elementary Total	5,932,344	4,822,000			15,004,154		
Washington H. S.	5,932,342	5,047,000			4,046,308		
Total for Township	11,864,686	9,869,000			19,050,462		

*Equals 5% of assessed valuation.

Building and Site Needs and Problems in Each District

The high school district has a well prepared comprehensive master plan for proposed buildings and sites to meet the anticipated growth in the Township. This plan takes care of the immediate needs for the next few years as well as the long-range and saturation needs of the area. Primary consideration is given to good service areas for each high school while at the same time attempting to give some local identity to each school.

The elementary school districts are also giving careful consideration to site acquisition and building programs. In many instances existing elementary district boundaries create some problems in maintaining good school attendance areas. Attempts to work out some of these problems are being made at this time. These problems arise because of the incompatibility of elementary district boundaries with freeways, housing and other developments that have taken place since the establishment of school district boundaries.

Rapid growth in some of the elementary districts has multiplied the problems inherent in this area. There is much evidence of continuous effort to provide facilities as they are needed to house students.

CHAPTER VI

ANALYSIS OF PRESENT SITUATION

This chapter is an analysis of the more significant consideration in regard to school district organization in Washington Township. It is presented to help summarize, from a broad perspective, matters that are basic to making wise decisions for better schools.

Variations in Ability and Effort

The variations among elementary districts in ability to support a program because of difference in total assessed valuation and assessed valuation per pupil have been pointed out. The variations in local effort to maintain a program have also been pointed out.

Several things are indicated for the future in regard to the ability and effort to support schools. The unification of the schools in Washington Township through any of the various proposals will tend to reduce the variation and range in ability and effort in the elementary districts. A proposal other than total unification would cause some variation that does not exist at this time in high school ability and support.

Two things are indicated whether unification is approved or not. Because of the continuing rapid population growth in the area, it is evident that the assessed valuation per pupil will decrease for the next few years. At the same time the cost of educating each student will increase.

Variations in Programs and Services

Each elementary district operates with a great deal of local autonomy. There is a considerable difference in the size of the eight districts, and there are many variations in their programs and services.

The special services offered for students vary somewhat because the smallest districts find it difficult to offer all the services they would like to. The smaller districts generally contract for services on a part-time basis from the county superintendent's office. The larger districts have either a part-time or full-time employee hired to work in most of the special service areas.

The educational program varies to some extent in grades one through six. There seems to be more variation in the departmentalized seventh and eighth grade programs. The differences are generally in the elective areas of the program, and they create some minor difficulties for the best transition into high school.

Any plan of unification will at least facilitate the solving of problems that

arise in regard to smooth vertical programing from grades kindergarten through twelve. Unification should not mean that all individual elementary programs will be exactly the same. Each individual school should continue to provide for its own specific local needs.

Boundaries and Attendance Centers

As pointed out earlier, the high school district has fewer boundary and school attendance area problems than the elementary districts. The high school district is much larger than the elementary districts and utilizes the boundaries of the hills to the east, the bay to the west, and the county line to the south. As new high schools have been built, attendance areas have been revised to reduce distances that students must travel to attend school.

Elementary districts have also made some adjustments in regard to their attendance areas as they have expanded their building programs. Some natural attendance centers, because of housing developments, do not coincide with district boundaries. More situations like this are likely to develop as the Township continues to grow. This kind of problem should be considered when unification proposals and recommended boundary changes are being discussed and determined.

Students should be able to attend a school with as little time and effort as possible spent in transportation.

Confusion Over Dual Elections and Levies

Representation on school governing boards and financing of schools have long been two areas that the general public do not thoroughly understand. Even in a unified district where there is only one school board to elect and only one school district budget to support grades kindergarten through twelve, there is still much misunderstanding and confusion at times in keeping the public properly and adequately informed. This is frequently true even though a good public relations program is in effect.

When an elementary and high school district exist in the same area, the number of elections for board members is doubled, and representation follows different boundaries. School levies and bond elections occur more frequently. Varying tax rates from one neighboring district to the next and the need for more levies in one district than in another add to the confusion.

Unification tends to reduce confusion in the areas of representation and finance, but it probably will not eliminate it entirely.

Attitudes Toward Reorganization

The basic attitude that unification is good prevails throughout the Township.

School people and the public seem to appreciate the importance of unification in providing the best possible educational opportunities for students.

There are many different opinions and feelings in regard to the various proposals for unification. Even though these many views prevail, everyone seems sincerely desirous of working out the best possible solution. There is a definite desire to obtain the best possible educational program for the money spent. Now that final proposals are being considered, it is most important that all persons be adequately informed in regard to the content and meaning of the proposals. They need to be aware of what the advantages and disadvantages are for themselves and the children in order to make the wisest possible decisions in regard to their schools.

CHAPTER VII

THE PROPOSED PLAN

The information presented in the preceding chapters points clearly to the conclusion that the existing school district organization in Washington Township has many unsatisfactory features.

Some of the elementary school districts are too small to provide a satisfactory educational program. Existing district boundaries tend to prevent effective planning for buildings, for organization of the program and for staffing. There are undesirable variations in ability and in services.

The high school district is large enough to avoid most of these problems, but it exists only as a high school district under a separate administration. This results in needless complications for voters and for the school staff. Articulation of programs for pupils is difficult and, in many respects, is unsatisfactory in spite of the efforts that are made.

In summary, the present organization of districts in the area lacks many of the characteristics of satisfactory district organization presented in Chapter II. In this chapter three possible plans or patterns for district reorganization are presented and analyzed. Each would provide for unified school districts in the area instead of separate elementary and high school districts, and thus would make possible an articulated program for all pupils through grade 12. Some of the advantages and disadvantages of each pattern are discussed. Other possible patterns have been explored in the meetings held with the committee, but the disadvantages so far outweigh the advantages that they are not presented here.

Near the end of the chapter, the staff has summarized the proposals it considers most desirable in light of the criteria presented in Chapter II, and of all factors that seem pertinent for consideration. However, the fact should be emphasized that the people of the area, in the final analysis, must determine which pattern is approved or whether the present unsatisfactory district structure is continued for some time to come. It is to be hoped, of course, that all citizens, including school employees, will study the problems and needs as objectively as possible and will base their decision on what seems to be best for the pupils and the schools.

The Basic Criterion

The basic criterion is considering district reorganization is not low tax rates, administrative or school board preferences, tradition, or other similar matters. It is instead: What plan of district organization seems to offer the best possibility that a high-quality and well-rounded program of education can be provided for all pupils at a reasonable cost?

There are rather wide differences of opinion as to what constitutes quality, largely because different people have different objectives in mind for the schools. Many, however, would agree on the following: 1) satisfactory achievement in the basic skills; 2) the discovery and development of the individual abilities and talents of all pupils; and 3) the development of desirable types of rather complex skills and behavioral patterns at appropriate levels, including communication, problem solving, critical evaluation, and the development of personal and social value systems and citizenship skills.

Many studies show that high-quality education costs more than mediocre-quality. Not only must there be adequate facilities and teaching staff, but high-quality leadership and adequate services are of particular significance. Without these, even the best teachers will be handicapped. Only in well-organized unified school districts of adequate size is it feasible for a satisfactory program of education to be provided for all pupils at a reasonable cost.

Local Initiative and Responsibility

The establishment of larger districts does not mean that lay people should have less concern or responsibility for their schools than in small districts. In fact, their responsibility should increase as the program becomes more comprehensive and better understanding and support are needed to assure good coordination and sound policies.

Much initiative is needed at this time to inform all of the people in Washington Township about their schools, about unification, about the present system of education, and about the recommendations contained herein so that sound long-range decisions can be made for better schools. Decisions need to be made regarding the quality of education desired and how this relates to the ability to pay for it. All conclusions should be based on what is best for sound school development in meeting the long-range needs in this progressive and rapidly growing area.

Possible Patterns of District Organization

Thorough consideration has been given to the various patterns of school district organization discussed during the past year. Three alternates are submitted at this time along with data regarding their significance. Each should be considered in light of the criteria listed in Chapter II and of the factual evidence presented in this report.

Alternate One

Alternate No. One provides for all of the elementary school districts within the Washington Union High School District to be joined with the high school district to form one unified (K through 12) school district for the entire area. This is considered a desirable solution for meeting the educational needs of the area.

Table 13

ALTERNATE ONE

ONE DISTRICT FOR ENTIRE WASHINGTON TOWNSHIP AREA

Amount of Funds Which Would be Received for State
Equalization and Unification if Washington Town-
ship Were to Become One Unified District

1961-62

District	ADA	Assessed Valuation	AV/ADA	Foundation Program Cost	Basic Aid	Required District Tax Yield	Equali- zation
Elem. Total	20,890	118,646,846	5,679	6,455,010	2,611,250	1,637,079**	2,206,681
H. Sch.	4,685	118,646,846	25,325	1,517,940	585,625	606,325**	325,990
District Total	25,575	118,646,846	-	7,972,950	3,196,875	2,243,404	2,532,671
						5% of Found. Program =	398,648
						Total	2,931,319

1965 - 66 ^{xx}

Elem. Total	42,074	188,600,000	4,482	13,000,866	5,259,250	2,605,500**	5,136,116
H. Sch.	8,500	188,600,000	22,188	3,434,000	1,062,500	1,640,500 ^x	731,000
District Total	50,574	188,600,000	-	16,434,866	6,321,750	4,246,000	5,867,116
						1% of Found. Program =	164,349
						Total	6,031,465

++Based on regular program tax rate of 50¢ for high school.

* State money does not include Transportation and Special Education funds.

+ These are all approximate figures.

**Based on alternate program tax rate of \$1.35 for elementary school.

xxIt is assumed the foundation program will remain the same as it is now.

^xBased on alternate program tax rate of 85¢ for high school.

Table 13 gives some pertinent data for this alternate for 1961-62 and provides estimates regarding financial matters for 1965-66. The estimated average daily attendance for 1965-66 is approximately double the ADA for 1961-62. The estimated ADA for 1969-70 is about 70,000. As the average daily attendance increases, the assessed valuation per average daily attendance tends to decrease somewhat. Thus, the cost of education is expected to increase faster than the taxable wealth of the area. This frequently happens in areas of rapid growth. It also stresses the need to provide the best quality educational program for the money available.

Some Advantages and Disadvantages of Alternate One: One District for the Entire Washington Township Area

Possible Advantages

1. The tax base for both the elementary and high schools would be uniform, thus resulting in a uniform tax rate and level of support for all elementary schools as well as for the high school.
2. Additional State money equal to 5% of the foundation program (\$403,929) for the first year with 4%, 3%, 2%, and 1% respectively for the following four years would be available as a result of unification.
3. Increased efficiency in management as well as in record keeping and report making should result in savings in these areas.
4. Most of the difficult boundary problems could be resolved under this plan of organization.
5. More efficient and economical planning, placement, and use of school buildings, school sites, and administration buildings would be possible.
6. Funds may be used as needed within the whole area to meet the requirements of the educational program.
7. The ability to attract and retain the most competent personnel and to utilize them more effectively will be increased by the organization of a unified district for the area.
8. The present secondary school program and staff organization could be continued without serious disruption and change.
9. Grade organization can be determined by pupil needs rather than by the kind of district organization.
10. A K through 12 program under a single policymaking body can more effectively deal with the increasingly complex problem of assuring a well-rounded articulated curriculum for all pupils.

Table 14

ALTERNATE TWO

TWO DISTRICTS FOR WASHINGTON TOWNSHIP

Amount of Funds+ Which Would be Received for State
Equalization and Unification If Washington Township
Were To Become Two Unified Districts, 1961-62

1. Alvarado, Alviso, Decoto, Newark Unified School District

District	ADA	Assessed Valuation	Av/ ADA	Foundation Program Cost	Basic Aid	Required District Tax Yield	Equali- zation
Elem. Total	7474	\$50,473,930	\$ 6,753	\$2,309,466	\$934,250	\$698,082*	\$677,134
H. Sch.	1544	50,473,930	32,690	500,256	193,000	258,549**	48,707
District Total	9018	50,473,930	-	2,809,722	1,127,250	956,631	725,841
5% of Found. Program							140,486
Total							866,327

2. Niles, Centerville, Irvington, Warm Springs Unified School District

Elem. Total	13416	\$68,172,916	\$ 5,081	\$4,145,544	\$1,677,000	\$ 951,711*	\$1,516,833
H. Sch.	3141	68,172,916	21,704	1,268,964	392,625	599,225++	277,114
District Total	16557	68,172,916	-	5,414,508	2,069,625	1,550,936	1,793,947
5% of Found. Program							270,725
Total							2,064,672

+ These are all approximate figures.

* Based on alternate program tax rate of \$1.35 for elementary school.

** Based on regular program tax rate of \$.50 for high school.

++ Based on alternate program tax rate of \$.85 for high school.

Table 15

ALTERNATE TWO (cont'd)

TWO DISTRICTS FOR WASHINGTON TOWNSHIP

Amount of Funds⁺ Which Would be Received for State
Equalization and Unification If Washington Township
Were To Become Two Unified Districts, 1965-66*.

1. Alvarado, Alviso, Decoto, Newark Unified School District

District	ADA	Assessed Valuation	AV/ ADA	Foundation Program Cost	Basic Aid	Required District Tax Yield	Equali- zation
Elementary Total	12,928	\$ 66,300,000	\$ 5,128	\$ 3,994,752	\$1,616,000	\$ 918,000**	\$1,460,752
High School Total	2,788	66,300,000	23,780	903,312	348,500	340,000++	214,812
District Total	15,716	66,300,000	-	4,898,064	1,964,500	1,258,000	1,675,564
1% of Found. Program							48,981
Total							1,724,545

2. Niles, Centerville, Irvington, Warm Springs Unified School District

Elementary Total	29,146	\$122,300,000	\$ 4,196	\$ 9,006,114	\$3,643,250	\$1,687,500	\$3,675,364
High School Total	5,712	122,300,000	21,411	2,307,648	714,000	1,062,500	531,148
District Total	34,858	122,300,000	-	11,313,762	4,357,250	2,750,000	4,206,512
1% of Found. Program							113,138
Total							4,319,650

⁺These are all approximate figures.

* It is assumed that the State Foundation Program remains the same as it is at the present time.

** Elementary Tax Yield based on alternate program tax rate of \$1.35.

Based on regular program tax rate of \$.50 for high school.

.. Based on alternate program tax rate of \$.85 for high school.

Table 14 gives some pertinent financial data for Alternate Two for 1961-62. Table 15 gives estimates regarding 1965-66. Both of these proposed districts would be large enough from the beginning to meet the minimum requirement for size. By 1969-70 it is estimated that each would have 30,000 to 40,000 pupils in average daily attendance. The trend toward decreased assessed valuation per unit of average daily attendance as the average daily attendance increases is also indicated in this alternate.

Some Advantages and Disadvantages of Alternate Two: Two Districts for Entire Washington Township Area

- (1 - Alvarado, Alviso, Decoto, Newark Unified District)
- (2 - Niles, Centerville, Irvington, Warm Springs Unified District)

Possible Advantages over the present organization. A number of these advantages would be somewhat less fully realizable under this pattern than under Alternate One.

1. The two districts would be large enough to meet minimum standards from the beginning. District size at saturation would not be too large -- 30,000 - - 40,000 students.
2. The tax base for both elementary and high schools would be uniform in each district, resulting in a uniform tax rate and level of support for the elementary schools as well as the high school.
3. Additional State money, equal to 5% of the foundation program for the first year with 4%, 3%, 2% and 1% respectively for the following four years, would be available as a result of unification.
4. Increased efficiency in supply management as well as in record keeping and report making should result in savings in these areas.
5. Many of the present difficult boundary problems could be resolved under this plan of organization.
6. More efficient and economical planning, placement, and use of school buildings school sites, and administration buildings would be possible.
7. Funds may be used as needed within each area to meet the requirements of the educational program.
8. Grade organization can be determined more by pupil needs rather than by the kind of district organization.
9. A K through 12 program under a single policymaking body can more effectively deal with the increasingly complex problem of assuring a well-rounded and really articulated curriculum for all pupils.

Possible Disadvantages

1. The range is assessed valuation per high school student in 1961-62 would be from \$21,704 to \$32,690; at present, the ability for high school purposes is uniform for the entire high school district. The range in assessed valuation per elementary school pupil, however, would be reduced to \$5,081-\$6,753 from \$4,278-\$20,963. In later years these ranges at the high school and elementary school level would be further reduced.
2. Certain high school utilization and attendance boundary problems might result because the placement of high schools might not accord with district lines.
3. Certain financial and staff problems related to the dissolution of the high school district would need to be worked out.

Alternate Two-A

Alternate Two-A would provide for the area covered by the Washington Union High School District to be reorganized into three unified school districts. One unified district would include Alvarado and Decoto Elementary Districts; the second unified district would include Alviso, Niles, Centerville, Irvington, and Warm Springs Elementary Districts; and the third would include Newark Elementary District.

This alternate is not considered an adequate solution to the need for unification within Washington Township at this time. As shown in Tables 16 and 17, the Alvarado -Decoto Unified District and the Newark Unified District would be too small to provide and adequate educational program economically. It would take about ten years for these two districts to reach minimum size for efficient performance.

Staff Conclusions and Recommendations

The conclusions and recommendations of the staff are based not only on the attendance and financial data presented in the preceding tables and on the advantages and disadvantages given in this chapter, but also on all the information assembled in connection with this study. Gradually as the study progressed, the following conclusions became obvious:

1. District reorganization in the area is urgently needed, and the reorganized districts should be unified, that is, should provide for a program extending through grade 12.
2. It would not be feasible, desirable, or necessary for the reorganized districts to conform to existing city boundaries, although these boundaries should be considered in developing proposals.
3. It would be indefensible and unwise to propose a number of relatively small unified districts, at least some of which could not provide an adequate program at a reasonable cost.

Table 16

ALTERNATE TWO-A

THREE DISTRICTS FOR WASHINGTON TOWNSHIP

Amount of Funds+ Which Would be Received for
State Equalization and Unification If Washington
Township Were to Become Three Unified Districts,
1961-62.

Alvarado, Decoto Unified District

District	ADA	Assessed Valuation	AV/ ADA	Foundation Program Cost	Basic Aid	Required District Tax Yield	Equali- zation
Elementary Total	3,432	\$22,876,485	\$ 6,666	\$1,060,488	\$ 429,000	\$ 316,243*	\$ 315,245
High School Total	749	22,876,485	30,542	242,676	93,625	117,127**	31,924
District Total	4,181	22,876,485	-	1,303,164	522,625	433,370	347,169
5% of Found. Program							65,158
Total							412,327

Alviso, Niles, Centerville, Irvington, Warm Springs Unified District

Elementary Total	13,988	\$72,268,451	\$ 5,166	\$4,322,292	\$1,748,500	\$1,007,699	\$1,566,093
High School Total	3,281	72,268,451	22,026	1,325,524	410,125	634,477 ⁺⁺	280,922
District Total	17,269	72,268,451	-	5,647,816	2,158,625	1,642,176	1,847,015
5% of Found. Program							282,391
Total							2,129,406

Newark Unified District

Elementary Total	3,470	\$23,501,910	\$ 6,773	\$1,072,230	\$ 433,750	\$ 325,851	\$ 312,629
High School Total	655	23,501,910	35,881	212,220	81,875	120,686**	9,659
District Total	4,125	23,501,910	-	1,284,450	515,625	446,537	322,289
5% of Found. Program							64,223
Total							386,512

+These are all approximate figures.

* Elementary tax yield based on alternate program tax rate of \$1.35.

**Based on regular program tax rate of \$.50 for high school.

++Based on alternate program tax rate of \$.85 for high school.

Table 17

ALTERNATE TWO-A (cont'd)

THREE DISTRICTS FOR WASHINGTON TOWNSHIP

Amount of Funds+ Which Would be Received for
State Equalization and Unification If Washington
Township Were to Become Three Unified Districts,
1965-66*.

Alvarado, Decoto Unified District 1 HS

District	ADA	Assessed Valuation	AV/ ADA	Foundation Program Cost	Basic Aid	Required District Tax Yield	Equali- zation
Elementary Total	5,263	\$ 31,300,000	\$ 5,947	\$ 1,626,267	\$ 657,875	\$ 436,050 **	\$ 532,342
High School Total	1,352	31,300,000	23,151	438,048	169,000	161,500 ++	107,548
District Total	6,615	31,300,000		2,064,315	826,875	597,550	639,890
1% of Found. Program							20,643
Total							660,533

Alviso, Niles, Centerville, Irvington, Warm Springs Unified District 2 HS

Elementary Total	30,411	\$127,300,000	\$ 4,186	\$ 9,396,999	\$3,801,375	\$1,759,050	\$3,836,574
High School Total	5,967	127,300,000	21,334	2,410,668	745,875	1,107,550	557,243
District Total	36,378	127,300,000		11,807,667	4,547,250	2,866,600	4,393,817
1% of Found. Program							118,077
Total							4,511,894

Newark Unified District 1 HS

Elementary Total	6,400	\$ 30,000,000	\$ 4,687	\$ 1,977,600	\$ 800,000	\$ 418,500	\$ 759,100
High School Total	1,181	30,000,000	25,402	382,644	147,625	155,000	80,019
District Total	7,581	30,000,000		2,360,244	947,625	573,500	839,119
1% of Found. Program							23,602
Total							862,721

+ These figures are all estimates.

*It is assumed that the State Foundation Program remains the same as it is at the present time.

**All elementary tax yield based on alternate program tax rate of \$1.35.

++Based on regular program tax rate of \$.50 for high school.

..Based on alternate program tax rate of \$.85 for high school.

4. Not only the present school population and sites should be considered but future population, ability, and needs should be considered in developing recommendations.

5. While in many instances existing school district boundaries are unsatisfactory for many reasons, needed changes should be made before or after reorganization, rather than proposed as a condition to reorganization.

6. For various reasons, the school boards, school personnel, and apparently some of the other citizens are not yet agreed on the most desirable proposal for reorganization. There is considerable danger that decisions may be based on emotional factors or on preconceived notions rather than on the best plan for facilitating the development of an adequate educational program throughout the area.

The staff submits the following comments and recommendations regarding proposals for district unification in the area.

One Unified District for the Entire Area (Alternate One)

The organization of one unified school district for the entire area would have many advantages for the present such as: a uniform tax base for support of schools; the elimination of all elementary school district boundary problems; the continuation of the high school district organization and staff for servicing the high schools; and the possibility of developing an adequate staff for servicing the elementary schools as well as the entire unified district.

However, in view of the prospective growth trends, the district in a few years would become relatively large and, in the eyes of some, perhaps unwieldy. Once a district has attained a satisfactory size in population, there is no special advantage, and there may be some disadvantages, associated with further increases in population. Because of these and other concerns, there seems to be some doubt in the minds of many as to whether the proposal would be approved by the voters. If approved, there would probably be proposals for dividing the district when the population becomes much larger.

Two Unified Districts for the Entire Area (Alternate Two)

The proposal for two properly organized districts has considerable merit. One would include the area comprising the Decoto, Alvarado, Alviso, and Newark Elementary School Districts. The other would include the area comprising the Centerville, Niles, Irvington, and Warm Springs Elementary School Districts. Both of these areas would have an adequate population to operate satisfactorily and economically. The tax base would be reasonably uniform. The existing two high schools in the Decoto and Newark areas would provide some flexibility for caring for the student population without space problems. An adequate service staff and program could be provided at reasonable cost. However, some changes in boundaries should be made either before or after unification. For example, the boundaries should follow the Nimitz Freeway north to the present

Alvarado-Decoto boundary. Thus the entire area east of the freeway up to and including the part of Alviso that lies to the east of the freeway should be transferred to the proposed Centerville, Niles, Irvington, and Warm Springs District, and all area to the west should be transferred to the proposed Decoto, Alvarado, Alviso and Newark District.

Three or More Unified Districts for the Entire Area (Alternate Two-A)

The staff does not believe the facts or trends justify the organization of the three unified districts discussed in Alternate Two-A or of other small districts. Both Newark on the one hand and Alvarado-Decoto on the other, would be too small to operate economically for some time to come. Each would have only one high school, and this would create some problems. Boundary changes would be necessary, and some unsatisfactory features would then probably remain. While many people in the Newark area would apparently prefer this plan, its potential disadvantages for both pupils and taxpayers should be recognized. Further, if the proposal for organizing these two small districts should be accepted, there would undoubtedly be a strong demand for splitting the remaining area into two other districts, one comprising Centerville, Niles, and Alviso, and the other including Irvington and Warm Springs. Such fragmentation could only result in handicaps for both pupils and taxpayers.

Summary

The staff therefore proposes that only two possibilities be considered: (1) a unified district to include the entire Township, and (2) two unified districts as proposed in Alternate Two (but with necessary changes), that is, one district to comprise Decoto, Alvarado, the part of Alviso west of the freeway, and Newark, the other to include Centerville, Niles, Irvington, and Warm Springs. Either the one or the two unified districts would conform reasonably well to the characteristics of satisfactory districts and could provide a satisfactory educational program at a reasonable cost. The citizens of the area should proceed promptly to study the facts and agree on the proposal which is most satisfactory to them so that one or two unified districts may be organized in the area without undue delay.

CHAPTER VIII

IMPLEMENTING THE PROPOSED PLAN

The first step toward developing a unified school district or districts in Washington Township is for the augmented committee, comprised of the County Committee on School District Organization and the board members of each existing school district in the Township, to reach tentative agreement on the proposal at official meetings called for the purpose of considering possible improvements in district organization. If the augmented committee reaches agreement on one of the alternate plans, there must be a public hearing followed by a final recommendation by the committee. However, these are but preliminary steps to be followed by several others required by law, including a favorable vote of the electors in the area, before the proposed district can be officially established. Thus, the law provides many safeguards to assure that no hasty or arbitrary action will be taken.

The major factors to be considered and decisions to be made are outlined in the Manual for the Study of School District Organization by County Committees, published by the California State Department of Education. The following are some of the procedures and matters for special consideration:

Time Requirements

A recent State Department statement on "Estimated Minimum Time Requirements to Develop a County Committee Recommendation, Secure State Board of Education Approval, Hold an Election and Complete Action" specifies the steps and the time necessary to meet the legal requirements. The hearings and recommendations need to be completed 40 days before a scheduled State Board meeting at which action can be taken. After the State Board acts, from 60 to 65 days must elapse before an election can be held. If the election is favorable, approximately 45 days will be required to complete action. Thus, from 4-1/2 to 5 months will be required after the augmented committee makes its recommendation before final action may be expected. Another factor to consider is that unless all action is completed before February 1, of any year, the reorganized district cannot become effective until a year from the following July 1. If action is completed before February 1, the reorganization becomes effective the following July 1.

Augmented Committee Recommendations

In addition to the basic recommendation for the proposed unified district or districts, the augmented committee may make recommendations on the following:

1. The Location of School Buildings After Reorganization is Accomplished.

2. The Use and Division of School Property. No recommendation on this matter would be needed in Washington Township if Alternate One is recommended, as all property would be available for use by the district. If Alternate Two is recommended, there would need to be a plan developed for the use and division of high school properties.

3. Trustee Areas. Each proposed district may have 5 or 7 trustees and may be divided into trustee areas; the number of trustees to come from each area may be designated.

4. Maximum Tax Rate. The maximum tax rate may not exceed the rate which would produce revenue for a proposed district equal to the sum of the revenue of each of the component districts had the maximum allowable tax rate been in effect in each such district during the year preceding the date upon which unification becomes effective. At the present time, the maximum tax rates vary from \$1.40 to \$1.95 among the eight elementary districts in Washington Township. A single, uniform tax rate of approximately \$1.67 would be needed to raise an equivalent amount of revenue for the elementary schools if the entire township were to become one unified district. For Alternate Two, the Alvarado-Decoto-Alviso-Newark District would require maximum tax rate of about \$1.78 for elementary schools, and the Niles-Centerville-Irvington-Warm Springs District, about \$1.58. For the high school levies the present maximum tax rate of \$1.25 could be continued regardless of the plan of organization unless new elections were held to change the maximum rate.

5. Disposition of Bonded Indebtedness. If Alternate One is recommended, the indebtedness of the high school district would continue as a Township-wide obligation; the elementary districts having bonds outstanding would continue to be responsible for them unless the bonds were assumed by the new unified district. If Alternate Two is recommended, there would need to be a plan developed for the equitable division of the indebtedness of the high school district. The area in each elementary district would continue to be responsible for its indebtedness, unless the bond obligations were assumed by the new unified district. Under either Alternate One or Two the unified district or districts should consider assuming the bonded indebtedness for the component elementary districts because of the implications for state building aid with which they must be concerned.

In case of the division of property, the establishment of trustee areas, or the fixing of a maximum tax rate for a proposed district, the recommendations of the county committee are considered an integral part of the proposition to be voted upon.

Other Considerations

It should be understood that when a new district is formed the trustees are

responsible for developing policies for the district as authorized by law. Some of the many major problems to be considered, as plans are developed, include:

1. Salary Schedules for Teachers. When unified districts are established there is always a demand for a single salary schedule for elementary and secondary school teachers instead of the separate schedules in operation at present. The board will need to study the implications for the financial structure as a basis for determining how rapidly a new schedule can be implemented.

2. Continuation of Teacher Employment Status. The education code protects the rights of teachers and other employees when new unified districts are formed. All full time teaching personnel of the elementary and secondary school districts are entitled to continue as employees of a new unified district providing the term of employment has been at least two years. However, the board will need to develop adequate personnel policies concerning selection, evaluation, assignment, and other matters. Sound policies are essential to assure a satisfactory transition with a minimum of misunderstanding and confusion.

3. Organization of Schools. The present plan of organization provides generally for elementary schools extending through grade 6 or 8, and for intermediate schools (grades 7 and 8) in the elementary districts. There are four year high schools in the high school district. The board of a new unified district would need to give careful consideration to the question as to whether this plan of organization should be continued, or whether a (K) 6-3-3 or some other plan would best meet the needs from a long range point of view and, if a change should be considered desirable, to problems of gradual transition.

4. Budget and Tax Levies. While the law determines the tax levies for current operation that may be made in a newly organized district without a special election, the board for each district will need to consider whether these levies will be sufficient to assure an adequate program for both elementary and secondary schools. Policies on salary schedule changes, on quality of program to be provided, and on many similar matters would affect this decision. For example, if more than one district were organized some of the areas might need to consider carefully the adequacy of the authorized levy for high school purposes if an appropriate program is to be maintained. The local tax rate needed to continue the present level of financial support (\$533 per pupil) for the high school program for the Alvarado-Decoto-Alviso-Newark District would be about \$1.08 instead of the current \$1.25. The Niles-Centerville-Irvington-Warm Springs District would have to levy about \$1.37 to maintain the present support level. However, the present financial support, when applied to smaller districts, would not maintain the present quality level. In other words, in the two smaller unified districts, especially in the Alvarado-Decoto-Alviso-

Newark District, it would probably cost more than \$533 per pupil to maintain the same quality of educational program now provided in the Washington Union High School District.

Conclusion

In conclusion, the staff wishes to emphasize that:

1. District reorganization in Washington Township is urgently needed and should be effected as soon as practicable; the reorganized district or districts should be unified for grades K-12.

2. It would be unwise to propose the establishment of any relatively small unified districts in the area.

3. Effective area-wide planning can more readily and satisfactorily be accomplished in large districts than in small ones whose boundaries, especially involving metropolitan areas, tend to interfere with proper site locations, attendance areas, effective use of buildings and many other matters.

4. The kind and quality of administrative leadership needed for the development of high quality programs of education in the area are more likely to be provided by one or two well organized districts than by each of several smaller ones.

5. The educational needs of children should have much greater consideration in planning reorganization of school districts than the present interests or concerns of adults that in some cases may be unduly influenced by current community interests or rivalry.

The staff has analyzed with representatives from the various districts a number of proposals for reorganization. Most of these have some merit, but all except the two alternates recommended have some major weaknesses. A major objective of the citizens in Washington Township should be to reach agreement on a plan for district organization that will facilitate the development of a high-quality program of education for all pupils that can be provided efficiently and economically. The establishment of one or two unified school districts as proposed should contribute to the achievement of this objective. Because of the time required under state law to effect the establishment of such a district, every effort should be made to obtain agreement on a favorable recommendation in the near future.

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